
Springlake Fire Protection District
Final MSR/SOI
Municipal Service Review and
Sphere of Influence
January 17, 2003



1929 Seagrave Ladder Truck-Restored by Woodland/Springlake FPD.

LAFCO

Yolo County Local Agency Formation Commission
625 Court Street, Room 202, Woodland, CA 95695
530.666.8048(office) 530.666.8046(fax)
lafco@yolocounty.org

Yolo County Local Agency Formation Commission
Resolution No. 2003-01
(Resolution Adopting Springlake Fire Protection District
Municipal Service Review and Sphere of Influence Update)
(LAFCO Proceeding No. S-004)

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 set forth in Government Code Sections 56000 et seq. governs the organization and reorganization of cities and special districts by local agency formation commissions established in each county, as defined and specified in Government Code Sections 56000 et seq. (unless otherwise indicated all statutory references are to the Government Code); and

WHEREAS, Section 56425 et seq. provides that the local agency formation commission in each county shall develop and determine the sphere of influence of each local governmental agency within the county, and enact policies designed to promote the logical and orderly development of areas within the spheres of influence, as more fully specified in Sections 56425 et seq.; and

WHEREAS, Section 56430 requires that local agency formation commissions conduct a municipal service review (MSR) prior to, or in conjunction with, consideration of actions to establish or update a sphere of influence (SOI) in accordance with Sections 56076, 56425 and 56425; and

WHEREAS, in 2002, the Yolo County Local Agency Formation Commission (LAFCO) undertook to review and update the existing Sphere of Influence for the Springlake Fire Protection District (FPD); and

WHEREAS, in conjunction therewith, LAFCO prepared a combined draft MSR and Sphere of Influence for the Springlake FPD (collectively referred to as the Sphere of Influence); and

WHEREAS, in connection therewith, the Executive Officer considered the project related environmental factors and determined that the project is generally exempt from CEQA because it has no environmental impacts, and, based thereon, the Executive Officer prepared a Certificate of Exemption; and

WHEREAS, the Executive Officer set a public hearing for December 16, 2002 for consideration of the draft Sphere of Influence for the Springlake FPD Sphere of Influence and Certificate of Exemption, and caused notice thereof to be posted, published and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and

WHEREAS, on December 16, 2002, the draft Sphere of Influence for the Springlake Fire Protection District came on regularly for hearing before LAFCO, at the time and place specified in the Notice; and

WHEREAS, at said hearing, LAFCO reviewed and considered Certificate of Exemption, the draft Sphere of Influence for the Springlake FPD, and the Executive Officer's Report and Recommendations; each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq. and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence, and all other matters presented as prescribed by law; and,

WHEREAS, an opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the draft Sphere of Influence, and all related matters; and

WHEREAS, LAFCO then continued the public hearing to January 17, 2003 , for further hearing and proceedings, including consideration of any additional information presented by the Springlake FPD and other interested parties; and

WHEREAS, thereafter, the LAFCO Executive Officer prepared a revised draft Sphere of Influence for the Springlake FPD based upon additional information provided by the District and other interested parties; and

WHEREAS, on January 17, 2003, LAFCO further reviewed and considered the Certificate of Exemption, the revised draft Springlake FPD Sphere of Influence, the Executive Officer's Report and Recommendations, each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq., and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence Studies, and all other matters presented as prescribed by law; and

WHEREAS, at that time further opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters.

NOW, THEREFORE, IT IS HEREBY RESOLVED, ORDERED and FOUND by the Yolo County Local Agency Formation Commission as follows:

1. The foregoing recitals, and each of them, are true and correct.
2. The Yolo County Local Agency Formation Commission adopts the combined Municipal Service Review and Sphere of Influence for the Springlake Fire Protection District as set forth in Exhibit A attached hereto and incorporated herein by this reference, including all written determinations and the ten and twenty-year lines as set forth therein.
3. LAFCO makes the following findings in reference to the California Environmental Quality Act that this document is not subject to CEQA:
 - a. There are no environmental impacts as a result of the adoption and implementation of the Springlake FPD Sphere of Influence.
 - b. The only actual change will be a technical shift of the boundaries to coincide with the City of Woodland, which is already providing the current

fire protection services within the boundaries of the FPD.

- c. Detachment from the FPD is not required for annexation to the City of Woodland.
- d. Annexation into the City of Woodland is the aspect of the boundary change that results in development and the required environmental review, and approval of the City of Woodland's Sphere of Influence was accompanied by its own environmental analysis.

4. The Executive Officer is instructed to:

- a. Mail a certified copy of this Resolution to the Springlake Fire Protection District, the County of Yolo, and the City of Woodland.
- b. Prepare and file a Notice of Exemption with the County Clerk in accordance with the California Environmental Quality Act.

PASSED AND ADOPTED by the Yolo County Local Agency Formation Commission of the County of Yolo, State of California, this 17th day of January, 2003, by the following vote:

Ayes: Boyd, Dote, Sieferman, Thomson, and Faye
Noes: None
Abstentions: None
Absent: None



H. Peter Faye, Chairman
Yolo County Local Agency Formation
Commission

Attest:



Elizabeth C. Kemper, Executive Officer
Yolo County Local Agency Formation
Commission

Approved as to form:



Stephen Nocita, Commission Counsel

Final

Springlake Fire Protection District

Municipal Services Review and
Sphere of Influence Update

Yolo County Local Agency Formation Commission

January 17, 2003

***YOLO COUNTY
LOCAL AGENCY FORMATION COMMISSION***

COMMISSIONERS

H. Peter Faye, Chairman, Public Member

Helen Thomson, County Member

Suzie Boyd, City Member

Marty Dote, City Member

Lynnel Pollock, County Member (abstained from participation due to Conflict of Interest)

ALTERNATE MEMBERS

Gary McLaughlin, Public Member

Frank Sieferman, Jr., County Member (participated as regular member)

vacant, City Member

STAFF

Elizabeth Kemper, Executive Officer

Steve Nocita, Commission Counsel

Cynthia Guerrero, Commission Clerk

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INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the Springlake Fire Protection District. The combination of the two documents analyzes the District's ability to serve existing and future residents. The SOI and Service Review were prepared to meet the requirements and standards of the Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 (CKH). The Service Review was prepared using the Service Review Guidelines prepared by the Governor's Office of Planning and Research.

The fundamental role of the Local Agency Formation Commission, LAFCO, is to implement the CKH Act, consistent with local conditions and circumstances. LAFCO's decisions are guided by the CKH Act found in Government Code 56000, et. Seq. The major goals of LAFCO as established by the CKH Act include:

- To encourage orderly growth and development, which are essential to the social, fiscal, and economic well being of the state;
- To promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- To discourage urban sprawl;
- To preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- To exercise its authority to ensure that affected populations receive efficient governmental services;
- To promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide necessary services and housing;
- To make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- To establish priorities by assessing and balancing total community services needs with financial resources available to secure and provide community services and to encourage government structures that reflect

local circumstances, conditions and financial resources;

- To determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary, consider reorganization with other single purpose agencies that provide related services;
- And effective January 2001, to update SOIs as necessary but not less than every five years; and
- Conduct a review of all municipal services by county, jurisdiction, region, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of new SOIs.

To carry out State policies, LAFCO has the power to conduct studies, approve or disapprove proposals, modify boundaries, and impose terms and conditions on approval of proposals. Existing law does not provide LAFCO with direct land use authority, although some of LAFCO's discretionary actions indirectly affect land use. LAFCO is expected to weigh, balance, deliberate and set forth the facts and determinations of a specific action when considering a proposal.

Sphere of Influence Update Process

An important tool utilized in implementing the CKH Act is the adoption of a Sphere of Influence for a jurisdiction. A SOI is defined by Government Code 56425 as "...a plan for the probable physical boundary and service area of a local agency or municipality..." A SOI represents an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years. The Act further requires that a Municipal Service Review be conducted prior to or, in conjunction with, the update of a Sphere of Influence. Also, the Commission's methodology for sphere preparation is an essential part of updating the Sphere of Influence. In Yolo County, a SOI is generally has two planning lines one is considered a 20-year growth boundary, while the 10-year boundary is an immediate growth and service extension area. The CKH Act requires LAFCO to update the Spheres of Influence for all applicable jurisdictions in the County within five years or by January 1, 2006. The MSR/SOI document provides the basis for updating the Springlake FPD Sphere of Influence and shall be updated every five years.

For rural special districts, such as the Springlake FPD, that do not have municipal level services to review, MSR's will be used to determine what type of services the district is expected to provide and the extent to which it is actually able to do so.

For these special districts, the spheres will delineate the service capability and expansion capacity of the agency. The ten-year line will represent the ability of the district to provide services within ten years. The twenty-year line will show the long-term expectations of influence, impact, and control. The sphere may have only one line depending on the projections for the district and the ability to provide services.

The process of preparing these documents has several steps, as shown below.

Sphere of Influence Update Process Outline

1. Concurrent preparation of a Draft Municipal Services Review and a Draft Sphere of Influence Update.
2. Completion of the environmental review process consistent with the California Environmental Quality Act (CEQA).
3. Public review of the Municipal Service Review, Sphere of Influence and environmental review documents.
4. Approval of the Municipal Service Review, Sphere of Influence Study, and acceptance of the Categorical Exemption #20 as the appropriate environmental document.

In order to update a Sphere of Influence, the CKH Act calls for LAFCO to prepare and consider written determinations for each of the following:

- Present and planned land uses in the area, including agriculture, and open space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide; and
- Existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.

Municipal Service Review Factors

The Service Review is incorporated into this document and addresses the following factors that provide the basis for the Sphere of Influence recommendations.

1. Growth and Population
2. Infrastructure Needs and Deficiencies
3. Financing Constraints and Opportunities
4. Cost-Avoidance Opportunities
5. Opportunities for Rate Restructuring
6. Opportunities for Shared Facilities
7. Government Structure Options
8. Evaluation of Management Efficiencies
9. Local Accountability and Governance

Sphere of Influence Guidelines

The Sphere of Influence guidelines adopted by Yolo County LAFCO provide direction in updating the District's Sphere of Influence. Each of the following guidelines has been addressed in either the Sphere of Influence Update or the Municipal Service Review.

1. LAFCO will designate a sphere of influence line for each local agency that represents the agency's probable physical boundary and includes territory eligible for annexation and the extension or withdrawal of that agency's services within a zero to twenty-year period.
2. Territory within the twenty-year sphere of influence line of an agency shall be considered a transition area. Within the ten and twenty year lines the area is expected to meet the agency's service needs for growth or reduction within twenty years. To preclude urban sprawl within an adopted sphere of influence, transition areas will require a request for a sphere amendment and approval of such a request before changes in boundary shall be considered.
3. LAFCO shall consider the following factors in determining an agency's sphere of influence.
 - a. Present and future need for agency services and the service levels specified for the subject area in applicable general plans, growth management plans, annexation policies, resource management plans, and any other plans or policies related to an agency's ulti-

- mate boundary and service area.
- b. Capability of the local agency to provide needed services, taking into account evidence of resource capacity sufficient to provide for internal needs and urban expansion.
 - c. The existence of agricultural preserves, agricultural lands and open space lands in the area and the effect that inclusion within a sphere of influence shall have on the physical and economic integrity of maintaining the land in non-urban use.
 - d. Present and future cost and adequacy of services anticipated to be extended within the sphere of influence.
 - e. Present and projected population growth, population densities, land uses, land area, ownership patterns, assessed valuations, and proximity to other populated areas.
 - f. The agency's capital improvement or other plans that delineate planned facility expansions and the timing of that expansion.
 - g. Social or economic communities of interest in the area.
4. Territory not in need of urban services, including open space, agriculture, recreational, rural lands or residential rural areas, shall not be assigned to an agency's sphere of influence, unless the area's exclusion would impede the planned, orderly and efficient development of the area.
 5. LAFCO may adopt a sphere of influence that excludes territory currently within that agency's boundaries. This occurs where LAFCO determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency's sphere of influence. Exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate. These boundary changes may also occur when one agency can provide new services better than an existing entity.
 6. Where an area could be assigned to the sphere of influence of more than one agency providing a particular needed service, the following hierarchy shall apply dependent upon ability to service.
 - a. Inclusion within a city sphere of influence.
 - b. Inclusion within a multi-purpose district sphere of influence.

c. Inclusion within a single-purpose district sphere of influence.

In deciding which of two or more equally-ranked agencies shall include an area within its sphere of influence, LAFCO shall consider the agencies' service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service extension will have on adjacent agencies.

7. Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.
8. Non-adjacent, publicly-owned properties and facilities used for urban purposes may be included within that public agency's sphere of influence if eventual annexation would provide an overall benefit to agency residents.
9. At the time of adoption of a city sphere of influence, LAFCO may develop in cooperation with the city and adopt an Urban Service Area Boundary pursuant to policies adopted by the Commission in accordance with Government Code Section 56080. LAFCO shall not consider any area for inclusion within an Urban Service Area Boundary that is not addressed in the general plan of the affected city, or is not proposed to be served by urban facilities, utilities, and services within the first five years of the affected city's capital improvement program.
10. LAFCO shall review sphere of influence determinations every five years or when deemed necessary by the Commission. If a local agency or the county desires amendment or revision of an adopted sphere of influence, the local agency by resolution may file such a request with the Executive Officer. Any local agency or county making such a request shall reimburse the Commission based on the adopted fee schedule. The Commission may waive such reimbursement if it finds that the request may be considered as part of its periodic review of spheres of influence.
11. LAFCO shall adopt, amend or revise sphere of influence determinations following the procedural steps set forth in the Cortese-Knox-Hertzberg Act, Government Code Section 56000 et seq.

The Service Review and Sphere of Influence Update documents have been compiled using information from a variety of sources including the City of Woodland, Springlake FPD, County of Yolo, Sacramento Council of Governments (SACOG), US Census Bureau and other governmental agencies. Other resource documents include the City General Plan, Major Projects Financing Plan and the Fire Service Master Service Plan.

AREAS OF INTEREST

District Background

The Springlake Fire Protection District was created under the Health and Safety Code by a vote of the district registered voters on July 21, 1942. On July 26, 1965 the district was reorganized under the County Fire Protection District of 1961, also in accordance with the Health and Safety code (Board of Supervisors Resolution # 65-159). The district boundaries currently wrap around the north part of Woodland from County Road 98 to Interstate 5 over to East Street where it proceeds to Cache Creek, then east to the Yolo County Bypass and south to the City of Davis and the University of California, Davis and back west again to County Road 98 and north to County Road 27 where it turns east to CR 99 and then north to the City of Woodland's southern boundary (see Figure 1).

Throughout the Springlake FPD's existence about 140 boundary changes have occurred. Of these changes, only one was the extension of boundaries. The Plainfield Fire District, in 1959, was consolidated into the Springlake FP District. The Plainfield district ceased to exist and Springlake assumed the area south of CR 29. This is not to be confused with the still existing and active West Plainfield Fire Protection District. Since 1959, however, the Springlake FPD has been undergoing continual reductions in the size of its boundaries. Each time the cities of Davis and Woodland annex territory it is concurrently detached from the fire district, since both cities maintain their own fire departments.

In response to the continual reduction in size, and revenues, the District Board of Directors negotiated with the councils of both annexing cities. The result was the cities assumed the responsibility of fire protection service within the district boundaries through contracts. The City of Woodland and Springlake FPD entered into what was then called a "functional consolidation" on April 29, 1982. Through this agreement Woodland assumed the responsibility for fire and emergency response and accepted fire equipment and facilities from the then self-sufficient Springlake FPD. The Springlake Fire Protection District still has its own Board of Directors, but the Woodland fire chief is the administrative arm of the district and the fire fighting services are performed by the personnel of the city fire department. Initially, Woodland provided service throughout the Springlake district. A second, more formal, service contract was signed on November 19, 1985 between Woodland and Springlake FPD. The City of Davis assumed the fire and emergency response responsibilities through a service contract, south of County Road 29 within the Springlake FPD boundaries on November 30, 1988. This area will be referred to as Area B when discussed in this study.

There are two areas of residential development within the Springlake FPD. Both are within the area of service of the City of Davis (Area B). The North Davis Meadows County Service Area includes two subdivisions at County Road 99, County Road 29 and State Highway 113; this is where the Davis Golf Course is located. The second residential tract is the Binning Tract located immediately north of the city limits at the frontage road on the west side of State Highway 113. Neither of these inhabited areas is within the service area of Woodland.

These contracts with cities allow better response times and service in both areas for the district. In return, both cities receive the property tax revenue from the parcels within the areas they serve. In addition, the district has a special assessment that allows the cities to maintain the service level to the district. Woodland has requested that as property is annexed the special fire assessment fee be transferred to the city as allowed by state law.

Sphere of Influence History

The previous comprehensive Sphere of Influence Study for the Springlake FPD was completed in 1981 and since that time revisions and amendments have been considered by LAFCO. In 1981, the district still provided its own service with a small staff of professional paid staff and a large volunteer crew. However, continued detachments of district areas reduced the revenue stream undermining the district's ability to continue the expected service level. This was the point when the district began discussions with the City of Woodland.

The Springlake FPD Sphere of Influence was last amended in 1998 at which time the Seivers-Prudler Reorganization of about 40 acres was shown for removal from the district. Table 1 reflects approved detached properties since 1981.

TABLE 1 – Springlake FPD detachments since 1981

BOUNDARY CHANGE TITLE	DATE	ACRES
East Kentucky Reorganization	1/23/84	236
Westside Reorganization	3/28/83	172
East Main Reorganization	3/26/84	694.06
Orrick-Streng Reorganization	5/9/83	51
Brentwood Reorganization	9/12/83	41.334
Miguel Reorganization	4/23/84	0.236
Frommelt Reorganization	4/16/85	17
Streng-Lewis Reorganization	2/10/86	46
Storz Reorganization	9/23/85	17
East and Gibson Street Reorganization	8/11/86	1.89
Liverett Reorganization	4/11/88	43
Wallace Reorganization	5/23/88	16
Kentucky and East Street Reorganization	10/10/88	17
Lasher Reorganization	11/13/89	56.52
Clanton Reorganization	1/14/91	51.819
College Park Reorganization	7/8/91	26.38
County Road 101/Fire Station Reorganization	3/26/90	26.5
Gibson Ranch Reorganization	7/27/92	479.55
North Kentucky Partners	1/26/98	44.33
Sievers-Prudler Reorganization	1/26/98	44.333
Total Acres		2,081.952

A listing of the Davis detachments for Area B will be included in the Springlake SOI update when the City of Davis SOI is revised.

The 1996 Woodland General Plan addresses expansion of the community under its Land Use Element. Annexations to the city include detachments from the fire district. In all cases, in the 1996 Woodland General Plan the areas designated for development are currently within the Springlake FPD.

Study Areas

This Sphere of Influence reviews five discreet areas in the Woodland area. At this time the areas around the City of Davis in Area B will not be evaluated. The Davis revision for Area B of the Springlake FPD will occur at the time the City of Davis Sphere of Influence is updated. That phasing of the plan will allow updated city information to be considered at the appropriate time.

Short descriptions of each area follow:

Area A – (North Kentucky) This area of 515 acres, is located north of Kentucky Avenue, east of County Road 98 (also alternate route for Highway 16), west of East Street and south of Interstate 5. Generally designated for commercial and industrial use this area has irregular development along the Kentucky Avenue corridor. The existing development primarily occurred through County auspices. Parts of the area have been annexed to the city either due to development plans, such as the residential area at CR 98 and Kentucky or due to health and safety concerns such as the residential and commercial development at Kentucky and West Street. The northern two-thirds of the area is used for active agriculture, primarily irrigated row crops, except for the small triangular parcel at I-5 that has Denny's with city water extended on a contract.

General plans for water service at build out are prepared, but some areas are in need of improved water pressure to meet fire flow requirements prior to further development. The need for an additional well may be established as build out occurs. A substantial part of this area is now located within a flood plain with inundation levels from .5 to 3 foot deep, as identified by the Federal Emergency Management Agency. The city is still studying options to provide flood protection for this area. Fire service for this area is currently just outside the standard response time. Relocation of Station 1 as identified in the Fire Department Master Plan would relieve this concern. Other services provided by the city would be available as development occurs and fees are paid to finance them.

Area B – (Northeast Industrial) Located east of East Street, north of Main Street and with its eastern boundary at the Cache Creek Settling Basin this area is designated Industrial. The parcel adjacent to East Main Street at the southern border is developed for an agricultural industry use, immediately north of that site is City owned land, previously used for a gun range. The balance of the acreage is open land. The parcel north of the city land was previously used as a waste disposal site by the sugar refining plant to the north. The two remaining parcels have been used for pasture and dry crop agriculture.

This area is also located within the FEMA flood plain with flooding depths identified from 1 foot to over 4 feet. This area is within the 4-minute response area for fire protection response. However, as identified in the Woodland MSR sections of this area do not have sufficient fire flow levels for city standards. The addition of two wells, plus a

standby well is necessary to meet fire flow and water distribution needs in Area B. Developers and development fees would finance these improvements. A new fire station is planned for this area at the vicinity of County Road 102 and Kentucky Avenue. It would be Station 5.

Area C – (Far East/CR 102) This area is east of County Road 102, south of Interstate 5 and encircles the Woodland Wastewater Treatment Plant. The almost 1200 acres of primarily agricultural land was not studied in detail within the Woodland General Plan, but it was designated as Urban Reserve for future study. It may, indeed, be a logical growth area for certain types of development in the future. The City Council is currently considering a more thorough review of this location in a general plan update. In addition, there is a 160-acre parcel immediately north of the City of Woodland Regional Park on County Road 102. That parcel is under review for purchase and donation by the Spring Lake Reorganization (annexation to Woodland) proponents to use as detention ponds for the Spring Lake Master Plan area.

Area D – (Spring Lake Specific Plan) This site is approximately 1,100 acres located south of County Road 24, west of County Road 102, east of State Highway 113 and north of CR 25A. The northern portion of the area, adjacent to CR 24, has the Yolo County Detention Facility, Woodland Community College, and the new Pioneer High School. Another new school and a new juvenile hall are also planned within this location. Currently there are two parcels of land within this area that are under Williamson Act contracts, one of which will expire January 1, 2003. The second is currently under review by the Department of Conservation for consideration of a rescission of the contract in return for purchase of perpetual agricultural easements. The balance of the area is agricultural with some home sites and agricultural business uses. There is also a large private school at CR 24A and SH 113.

A detailed Specific Plan has been prepared for this area. Funding for the new station within this area and the general service level has been identified. The addition of a new fire station, in addition to five new city wells will be required. Also, wastewater treatment will require major infrastructure including a pump station and a force main. No sites within Area D are within the 100-year flood plain, but all new drainage structures will have to be developed for the area. The financing plans for this specific plan area services are still in the final stages.

Area E - (Master Plan Remainder area) This area is part of the Spring Lake Specific Plan. However, it is considered as a future development area. The 651 acres is located immediately south of Woodland, generally between County Road 101 and the extension of College Street. This area has agricultural uses throughout its boundaries.

This planning sector is covered in the Spring Lake Master Plan, but not in as much detail as Area D. Expectations are that when the first phases of the Spring Lake plan are developed, this balance of the project will have undergone further detailed planning

and service review. In the case of water provision more wells will be needed, however by then it is also expected that other alternatives, especially water recharge, new sources and conservation will be contributing to an improved aquifer. Wastewater will tie into the systems developed for the original Spring Lake growth. The fourth station located in Area D will provide fire protection. This area is not within any flood plains.

MUNICIPAL SERVICES PRESENT AND PROBABLE CAPACITY AND NEED

LAFCO is responsible for determining if an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within a district and its Sphere of Influence. In the case of this Sphere of Influence update, LAFCO must consider the effects continued detachment of property, and therefore the reduction of revenue and responsibility, will have on the district.

In addition to the general powers to provide fire prevention and protection the Springlake FPD was formed with authority for the following powers:

1. exercise the right of eminent domain
2. establish, equip, and maintain a fire department
3. provide any special service function necessary for fire prevention and protection
4. acquire and construct facilities for development, storage, and distribution of water for the purpose of providing fire protection.
5. acquire and maintain ambulances and operate ambulance services
6. establish, maintain, and operate first aid services
7. clear or order the clearing of flammable growths or materials from land within the district which cause fire hazards
8. adopt and enforce ordinances for the prevention and suppression of fires and for protection of life and property against fire hazards

The cities of Woodland and Davis provide these services to the Springlake FPD through contract.

Fiscal Information

The Springlake Board of Directors contracts with the City of Woodland in the north and the City of Davis in the south. There are approximately \$10,850 in overhead expenditures for items like insurance and other services. The remaining tax revenues of \$183,875 is divided among the two cities on a formula related to assessed value in the area served. This year the distribution is 56.06% to Woodland and 43.94% to Davis.

The assessment has been earmarked for payment of debt in prior years and has not been available for distribution. There remains a \$100,000 obligation to the City of

Woodland which will be cured in the next two years. The Board of Directors is slated to discuss future distributions of the assessment at its December 2002 meeting.

Fire Protection Services

The Cities of Woodland and Davis are the fire protection and emergency medical service providers for the Springlake Fire Protection District.

Woodland Fire Department

Facilities and Standards

Woodland currently has three fire stations located throughout the city limits. Based on the Fire Service Master Plan another station will be needed in Area D, Spring Lake and near the Industrial Area B. The addition of these stations will enhance the response times for the Springlake District. In addition, Stations 1 and 2 will need to be relocated to better provide coverage for the balance of the city, and this should also benefit the district.

The adopted standard in the general plan for fire service personnel is 1.0 firefighters for every 1,000 population. Currently, the ratio is .78 for every 1,000 population. As with police service, this is below the adopted goal. However, response times for the majority of both fire and medical calls are still within the averages to maintain their Insurance Service Office (ISO) rating of 3 (on a scale of 1 to 10, when one is the best service). The ISO rating for the Woodland portion of the Springlake FPD is 7. This is a respectable rating for a rural area that does not have a water system.

Although personnel costs are paid for through general fund revenue sources the city anticipates providing adequate fire protection service through to the year 2020. Development fees and general fund sources fund facilities and equipment. An additional source of funding for the fire department is the property tax and special assessment revenue from the Springlake FPD contract area. This amount totals about \$194,725 annually.

Divisions

The Woodland Fire Department is organized into four divisions:

1. **Administration**: the Fire Chief, one management analyst, and an administrative clerk staff this unit. It provides the overall direction and leadership

for the fire organization and coordinates with the balance of the city, other agencies, and the Springlake FPD Board of Directors.

2. **Operations:** This division includes all the emergency response services staff for the department. The Assistant Fire Chief, 36 career employees and 25 reserve firefighters, staff three engines and a squad out of three stations. Emergency responses include fire, medical emergency, car accidents and a myriad of other emergency incidents.
3. **Fire Prevention:** The fire prevention bureau of the Woodland FD serves Woodland and the unincorporated areas including Dunnigan and east to Guinda. It also covers the Springlake FPD boundaries. This unit provides education, investigation and inspections. It enforces the California Fire Code in relation to the building code and any other codes supplemented by the California Fire Marshall. This division also enforces city ordinances affecting fireworks, fire sprinklers, weed abatement and any other local laws pertaining to the fire code. This unit includes the Fire Marshall, three fire prevention specialists and an investigative team of eight firefighters making four teams of two. Each team rotates on call for one week each month. If necessary teams not on duty respond will respond if on-duty investigators need additional support.
4. **Training:** A fire division chief manages the training division of the fire department. Topics of training are determined by the development of an annual training plan determined by a needs assessment as part of the ongoing evaluation process. Training of career staff includes a minimum of 20 hours of training monthly. A segment of mostly retired firefighting volunteers have formed a non-profit organization to conduct fundraising for the antique apparatus collection. In addition, a Boy Scouts of America Explorer Post is coordinated through this unit. This involves 14 to 18 year olds in the various fire and medical emergency activities. Many of these participants become Certified Volunteer Firefighters when they reach the age of 18.

Written Determinations on District Services

1. The City is in the process of upgrading many of its public facilities including fire service. After these upgrades are completed, the facilities should be adequate, but will need continued maintenance to be able to serve the existing and future residents of the City.
2. The Fire Organizational Assessment and Master Service Plan and Major

Projects Financing Plan provide the blueprint for upgrading many of the necessary facilities. Funding is set aside each year during the budget process to further these projects. State and Federal grants, developer' s fees and property and sales taxes are used to fund these projects.

3. Taking into consideration the City' s revenue and operating constraints, and the fact that upgrades and improvements are ongoing, the condition of the public facilities is defensible and adequate.
4. Additional infrastructure and resources to accommodate future development will include: expanded water supply, drainage and wastewater facilities, increased personnel, equipment and facilities for fire and police protection, and increased road capacity.
5. The General Plan, Major Project Financing Plan, Water Master Plan, Street Master Plan, and Wastewater Master Plan address the provision of infrastructure for fire service and infrastructure needs to 2020.
6. The City of Woodland General Plan, Major Project Financing Plan and Fire Department Master Plan adequately address the provision of fire services to 2020 for the area serviced by the City of Woodland for the Springlake FPD.
7. The City of Woodland has demonstrated adequate planning and financing structure to provide fire services to the development within the proposed Woodland Sphere of Influence. In reverse, once the areas proposed for development are annexed to the city they should be detached from the Springlake FPD. This will eliminate duplication of entities and provide a clear service provider.
8. When properties are annexed to the City of Woodland and detached from Springlake FPD the special assessment of the district should be transferred to the city.
9. The City of Woodland is providing adequate fire prevention, protection and medical emergency services to the Springlake FPD within the boundaries of its legally contracted area.
10. At the present time, the City does have the reserve capacity in water resources to serve the area within the city limits and provide expansion into adjacent areas.

MSR AND SOI ANALYSIS

Growth, Population and Housing

The City of Woodland has had a long history of compact growth and infill. In fact, at some points in the past when annexation was pending, the city has been down to less than 3% vacant land for residential development within the city limits. The demand for growth has not abated. At present, the city has growth pressures both from its location between two large population centers, the Bay Area and Sacramento, and its own development of commercial and industrial growth.

In 2000, the population of the City of Woodland was estimated by the US Census Bureau to be 49,151. The total housing units were estimated to be 17,120 as of January 1, 2000. These statistics result in a figure of 2.87 persons per dwelling unit. Woodland population growth trends over the period 1990 to 2000, as reported from the US Census Bureau, indicate that during this ten-year period, the population increased by 9,349 persons. Growth in residents averaged over ten years equates to a rate of 2% per year or 20% over the ten-year period. In 1996, 88% of the residential land within the city was estimated developed. The percentage of city residential acreage currently developed is now over 90%. Table 2 highlights the historical population increase over the past 20 years.

TABLE 2 - Historical Growth In Population

	1980	1980	1995	2000
Population	30,235	39,802	43,402	49,151

While the City of Woodland plans for growth, the Springlake Fire District area is expected to remain basically status quo. In fact, as the cities remove territory from the fire district boundaries, the district will probably lose population. However, this is consistent with County of Yolo growth policies. The County has land use policies with both the City of Woodland and Davis that protect agricultural land in the county and encourage planned growth to occur within city limits. Given this development policy the detachment of district land when annexed to the city is appropriate.

Present and Planned Land Use

The General Plan for the City of Woodland contains the land use policies and stan-

dards that provide the blueprint for the future growth of the City. The General Plan was adopted in 1996 and contains all the mandatory elements and several non-mandatory elements defining design, facilities, growth management and parks, recreation and access. The Land Use Element of the General Plan establishes the framework for development of the City and identifies the general distribution, location, and extent of uses of land for housing, business, industry, open space, recreation, natural resources and other uses of public and private land.

In 1996, the area within the City limits was about 11 square miles. The 1996 General Plan called for the addition of 4,274 acres of land adjacent to the City. Within the general plan adjacent areas about 600 acres are commercial, 800 acres industrial, 1,000 acres residential, 1,500 acres urban reserve or not designated and the balance is developed. The current sphere of influence includes about 850 acres of those lands designated in the city general plan for annexation. This is the area that will eventually detach from the Springlake FPD when annexed to the City of Woodland.

The County of Yolo is currently updating the Housing Element for its general plan. Although adequate steps are being considered for various areas of the county in relation to housing needs very little relates to the Springlake FPD area. The County intends to maintain appropriate housing needs within the existing communities of the County, none of which exist in the Springlake FPD area.

Written Determinations for Present and Planned Land Use

1. The Yolo County General Plan designates the area within the Springlake FPD as primarily agriculture, although there are some developed properties that are zoned for the specific existing use. The majority of land within the Springlake FPD is zoned to remain agricultural, with some residential areas (North Davis Meadows and Binning Tract), the Davis Golf Course and some agricultural support services.
2. The present land uses of the areas considered for inclusion in the City's Sphere of Influence are well documented in the City's General Plan. These areas are identified by the City's General Plan for inclusion within the Sphere of Influence and ultimate annexation and development within the City and detachment from the fire district. All project sites would be subject to the environmental review processes prior to annexation and detachment and eventual development.
3. The General Plans, Environmental Impact Report, Master Service Plans, Major Projects Financing Plan and Municipal Service Review of the City

include information that is valuable to this report and allows the Commission to make informed decisions on the sphere boundaries of the District.

4. The County of Yolo is updating its housing element and has policies and implementation strategies to adequately address housing needs. Primarily these needs will be met within existing unincorporated communities, none of which are within the Springlake FPD.

MSR AND SOI FACTORS

These factors laid out in the government code for the creation of Municipal Service Reviews apply to Springlake FPD only in that the district has already addressed many of these concerns through the contracts with the cities of Davis and Woodland.

Financing Constraints and Opportunities, Cost-Avoidance Opportunities, Opportunities for Rate Restructuring, Opportunities for Shared Facilities

Clearly, fire districts have serious financial constraints in maintaining service levels in rural areas. The district has seized opportunity by contracting with the cities. The district maintains a respectable service level while avoiding the major costs of equipment and facilities first hand. The passage of the special assessment to augment property tax levels has allowed the cities to receive sufficient revenues to continue service to the district. The district transferred its stations to the contracting cities, so the ultimate in shared facilities exists.

Government Structure Options, Evaluation of Management Efficiencies, Local Accountability and Governance, Social and Economic Interdependence

The contract with the two cities is an acceptable government structure option. The cities could not divide and annex the district area because that would impose extreme development pressure on the agricultural area of the District. The use of the city fire departments to provide the rural service level needed within the district is an excellent approach to efficiency. The city fire chiefs provide the administrative knowledge and service experience and the Springlake FPD Board of Directors provide the local knowledge and service expectations.

The Yolo County Fairgrounds is the only unincorporated island in Yolo County and it is located in Woodland. The Yolo County Fairgrounds (at Gum and East Street) is unincorporated, and still within the Springlake FPD, but surrounded by city boundaries. This unusual situation occurred about 20 years ago when an annexation for the property surrounding the fairgrounds was approved by LAFCO. The Commission made a special finding that because the property was state owned and protested they could be excluded from the annexation.

Agricultural Lands

The final mandatory factor, not otherwise addressed in this study, is that of impacts on agricultural land. In the Springlake Fire District, the land within its boundaries is agricultural. Development is not expected within the district boundaries.

It has been the long-standing policy of Woodland, Davis and the County of Yolo to protect agricultural land. The policies between the cities and county protect agricultural land from disorderly growth and premature conversion to urban uses. The unincorporated area of Springlake FPD is not projected for development, unless it is planned for urban development within city limits.

STATEMENT OF INTENT

The Yolo County LAFCO makes the following statements with regard to updating the Sphere of Influence for the City of Woodland:

1. LAFCO intends that its Sphere of Influence determinations will serve as a master plan for the future organization of local government with the county. The spheres shall be used to discourage urban sprawl and the proliferation of local governmental agencies, and to encourage efficiency, economy and orderly changes in local government.
2. The sphere of influence lines shall be a declaration of policy, which shall be a primary guide to LAFCO in the decision on any proposal under its jurisdiction. Every determination made by the Commission shall be consistent with the spheres of influence of the agencies affected by those determinations.
 - A. No proposal, which is inconsistent with an agency's adopted sphere of influence, shall be approved until the Commission, at a noticed public hearing, has considered an amendment or revision to that agency's sphere of service or sphere of influence.
 - B. The adopted sphere of influence shall reflect city and county general plans, growth management policies, annexation policies, resource management policies, and any other policies related to ultimate boundary and service area of an affected agency unless those plans or policies conflict with the legislative intent of the Cortese-Knox-Hertzberg (Government Code Section 56000 et seq.).
 - C. Where inconsistencies between plans exist, LAFCO shall rely upon that plan which most closely follows the legislature's directive to discourage urban sprawl, direct development away from prime agricultural land and open-space lands, and encourage the orderly formation and development of local governmental agencies based upon local conditions and circumstances.

SPHERE OF INFLUENCE RECOMMENDATIONS

Based upon the information contained in this document, it is recommended that the Springlake Sphere of Influence be updated by LAFCO to detach properties as outlined below as they are annexed to the City of Woodland (also see Figure 3):

Area A – This property has long been within the planning areas of the city and is already partially developed. The crucial service question facing this area is the 100-year flood plain designation. The northern portion of the area is in active cultivation by agricultural interests. In addition, adding the 100 year flood plain identification to the prime agricultural land calls into question the inclusion of the entire Area A in the ten-year line as it currently stands. It is recommended that the northern two large agricultural parcels (AP # 027-330-01 and 19) and the Denny's parcel be placed in the 20-year sphere line. The balance of Area A is recommended to be within the ten-year sphere line for detachment.

Area B - This study section is partially included within the current sphere. The two parcels within the sphere are already developed or city owned property. The balance of the land is of minimal agricultural value considering it has been historically used for wastewater disposal and a feedlot. This is the primary area for Woodland to build its industrial base, which improves the ability to provide a strong jobs/housing balance in the community.

It is recommended the sphere line include the entire Area B area within the ten-year sphere line for detachment.

Area C – This land surrounds the existing Woodland Wastewater Treatment Plant and is only designated Urban Reserve. At present, there are no specific development plans or interests within this area. The City has not yet undertaken any service review for these sites. However, the area between CR 102 and the Treatment Plant and north between the Yolo Shortline railroad track and the WWTP certainly seem logical extensions of the City. The provision of transition type uses on this site could be a benefit to the city, serving as a buffer between the existing uses and the treatment plant. However, the parcel located east of the WWTP and south of the ponds is isolated both by the plant itself and access. It is currently in agricultural use.

Although the WWTP is annexed to the City of Woodland it was done as a noncontiguous city owned annexation. Therefore, as long as it remains noncontiguous to the city limits it remains in the Springlake FPD. If the WWTP becomes contiguous, the city may request detachment from the Springlake FPD. Therefore, the WWTP should be within .

the ten-year Springlake FPD sphere line for detachment, if it becomes adjacent to the city limits.

It is recommended that the north and west parcels of Area C to County Road 103 be included in the ten-year line of the Sphere for detachment. The northern parcels east of CR 103 are recommended for the twenty-year sphere line for detachment. The southeastern parcel (AP # 042-020-06) is not recommended to be in the sphere at this time.

Area D – This area has been thoroughly studied planned and even received an affirmative vote of the citizens of Woodland in an election. The current proposed development stages show a logical north to south to west pattern for development and service extension. There are two parcels within this area that are in Williamson Act contracts. One of these contracts expires in 2003. The second contract was non-renewed in 1999 and will not be out of Williamson Act contract until 2009 through non-renewal. There is a pending request for rescission with the Department of Conservation that would cancel this current contract and substitute perpetual agricultural easement land in return.

The recommendation for Area D is that it all included within the ten-year sphere line. This conclusion is based on the depth of review on this project, the requirement of 1:1 acre agricultural mitigation, and that the one remaining Williamson Act contract will expire within ten years.

Area E - This area, known as the remainder area of the Master Plan, does not yet have a specific plan, complete infrastructure analysis or identified financing. Some initial review has been made and the general plan does include it in the planning area and urban limit line. This area is expected to complete some of the infrastructure systems of Area D.

It is recommended that Area E be included in the twenty-year line of the Springlake FPD Sphere of Influence for detachment with one exception. The forty-acre parcel, immediately south of the city limits on the east side of East Street is in the process of being purchased by the City. That parcel should be in the ten-year line for detachment.

Yolo County Fairgrounds - The County Fairgrounds is an unincorporated island in Woodland. It is recommended that the Fairgrounds be included in the ten-year sphere line for detachment.

The recommendations are based on the information made available to LAFCO by the City, County, and other sources. This document will be reviewed and updated if determined necessary every five years.

ENVIRONMENTAL REVIEW

This document is not subject to CEQA. There can be no impacts as a result of its implementation. The only actual change will be a technical shift of the boundaries to coincide with the city actually providing the current services. Detachment is not required for annexation, the annexation into the city is the aspect of the boundary change that results in development and the required environmental review. A finding of de minimus impact is necessary to clarify for the State that there will be no environmental effect as a result of this action. A proposed Notice of Exemption is attached. See Figure 4 for the proposed Certificate of Exemption.

REFERENCES

City of Woodland General Plan

1996, J. Lawrence Mintier & Associates

City of Woodland General Plan Final Environmental Impact Report

1996, J. Lawrence Mintier & Associates

City of Woodland, Organizational Assessment and Master Plan

January 16, 2001, Karl D. Diekman

City of Woodland Sphere of Influence

1983, Yolo LAFCO staff

City of Woodland Major Projects Financing Plan

2002

City of Woodland Municipal Service Review

2002, EIP & Associates

Springlake FPD Sphere of Influence

1981, Yolo LAFCO staff

Sacramento Council of Governments

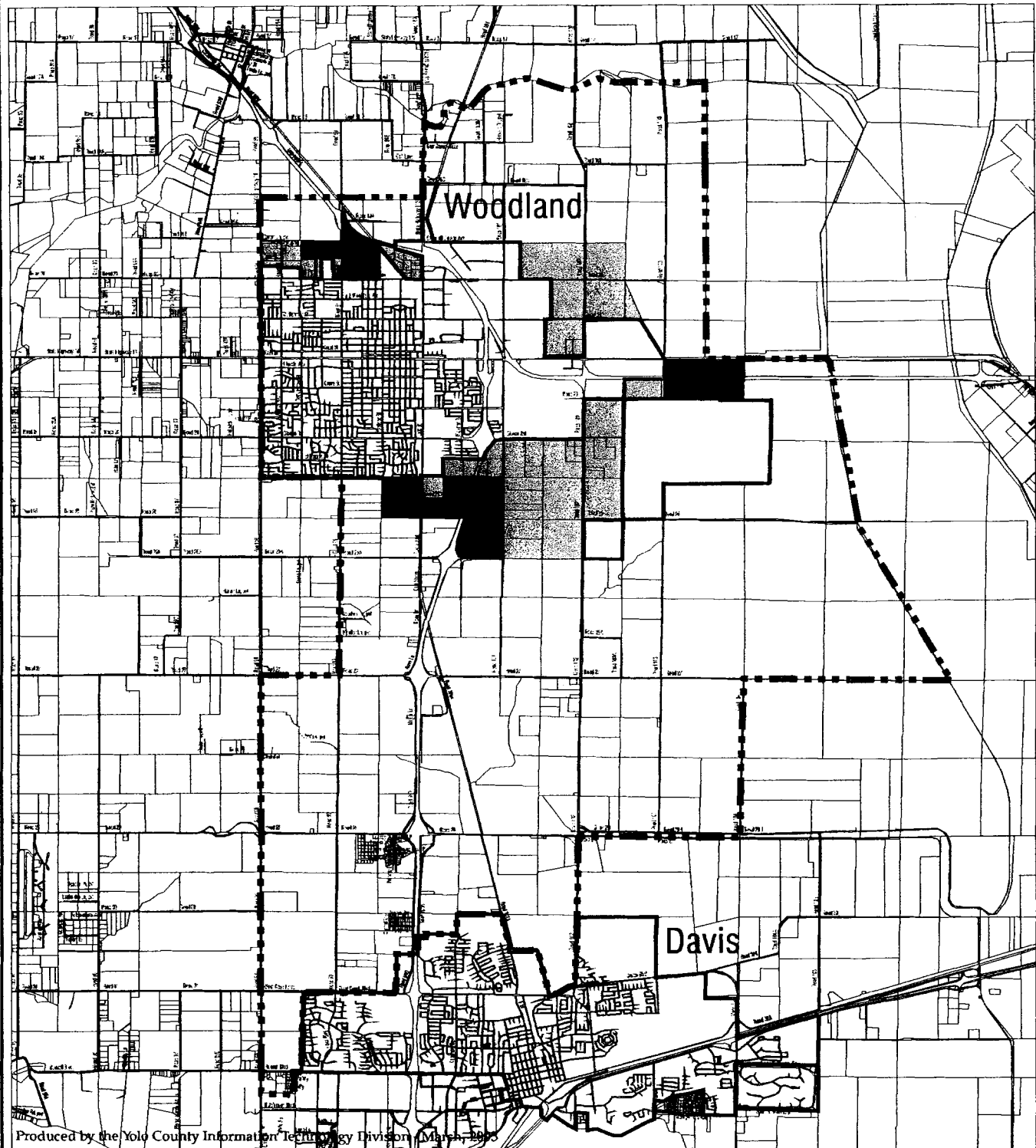
2000 Regional Profile

U. S Census Bureau

2000 Census information



Yolo County Woodland Area General Plan and Draft Housing Element

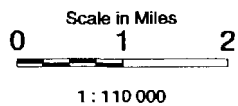
Springlake Fire Protection District Sphere of Influence



Produced by the Yolo County Information Technology Division (March, 2000)

-  10 Year SOI
-  20 Year SOI
-  Cities & Towns

-  Springlake FPD Boundaries
-  Parcel Boundaries & Roads



COUNTY RECORDER

Filing Requested by:

Yolo County, LAFCO

Name

625 Court Street, Room 202

Address

Woodland, CA 95695

City, State, Zip

FILED
YOLO COUNTY CLERK/RECORDER

MAR 14 2003

BY FREDDIE OAKLEY, CLERK

JOSIE RAMIREZ

Notice of Exemption

To: County Clerk of Yolo County
625 Court Street, Room 105
Woodland, CA 95695

PROJECT TITLE: Springlake Fire Protection District Sphere of Influence Study

PROJECT LOCATION: a fire district located generally between the Cities of Woodland and Davis, Yolo County, CA.

DESCRIPTION OF NATURE, PURPOSE, AND BENEFICIARIES OF PROJECT: To determine the general direction and area of growth for the district. In this instance the District is actually reduced in size based on adopted boundaries for the sphere.

NAME OF AGENCY APPROVING PROJECT: Yolo County Local Agency Formation Commission.

NAME OF PERSON OR AGENCY CARRYING OUT PROJECT: Yolo County Local Agency Formation Commission.

EXEMPT STATUS: General Exemption

REASONS WHY PROJECT IS EXEMPT: Adopted boundaries result in a reduction to the responsibilities for the Springlake Fire Protection District and no possible impact.

CONTACT PERSON: Elizabeth C. Kemper, Executive Officer Yolo County LAFCO.

TELEPHONE NO.: (530) 666-8048

DATE RECEIVED FOR FILING:

Elizabeth C. Kemper
Signature

3/13/03
Date

POSTED MAR 14 2003 TO _____

N03-22